

PRIME MINISTERBILATERAL WITH THE FOREIGN SECRETARY

You have a bilateral with the Foreign Secretary tomorrow.
Subjects you should cover are:

- (i) Crown Agents. I do not think you have yet had time to talk to the Lord President.
- (ii) European Community. There has been a lot of backsliding from the draft conclusions discussed at the Copenhagen European Council. On agriculture we have lost the Commission, and are just about hanging on to the Dutch by our finger nails. The chances of a successful outcome in February are not good. But the Anglo-French Summit on Friday and your meeting with Chancellor Kohl next week are a last chance to get some sense into the proceedings.

The main aspects to focus upon in your talks with Mitterrand, Chirac and Kohl are

- the cereals regime (the total quantity, co-responsibility levies vs. price reductions)
- oilseeds and rape (total quantities, size of price reductions)
- structural funds (increase should be limited to one-and-a-half times the maximum rate)
- UK abatement (our contribution has gone up more than anyone's since 1984)

✓ (iii) Middle East. President Mubarak had very little to offer in terms of practical steps. You asked Mr Reeve (our new Ambassador to Jordan) to work up some new ideas on how we can make progress this year. You may like to commission a paper from the Foreign Secretary.

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- (v) Tornado for Jordan. We now have the green light from the Americans. But the attempt to create a linkage to sale of aircraft to Argentina is worrisome for the longer term.
- (vi) Meetings on Defence. The Foreign Secretary wants to take a stroll through the various meetings on defence and East/West matters leading up to the NATO Summit: his visit to Moscow, your meetings with Mitterrand and Kohl etc. You have set out your thinking on the NATO Summit in the attached letter.
- ✓ (vii) Foreign Decorations for Lord Carrington. Lord Carrington is being offered innumerable foreign honours and decorations as he approaches retirement from his NATO post. He want to accept them but the Honours Committee is digging in its heels. The Foreign Secretary want to discuss how to get round this. A background note is in the folder.

C.D.P.
Charles Powell
26 January 1988

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HONOURS IN CONFIDENCE

~~Mr Martin, Protocol Dept~~

minutes to Q Hervey
Sept 21.

ACT 2000

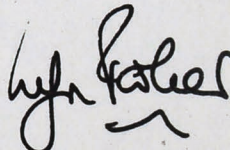
Lord Carrington

As I mentioned to you on the telephone, Lord Carrington telephoned the Secretary of State at lunchtime today. He said he was about to embark on his round of valedictory calls in NATO capitals. In a number of cases there were proposals to offer him honours. Lord Carrington himself had no interest in such things, would not wish to publicise them and, if awarded, would consign them immediately to the bottom of a drawer and forget them. He was however concerned that in some cases (he cited Spain as an example) governments might take it seriously amiss if he were to refuse to accept their awards.

His Private Secretary had subsequently telephoned the FCO, and had been told (in accordance with our normal practice) that these awards could not be accepted. He was now in a quandary, and would be very grateful if the Secretary of State would look into this. The matter was unfortunately fairly pressing since his first visit to Iceland was due in a couple of weeks time.

The Secretary of State said that he well understood the dilemma. He knew from his experience in other cases that the rules were complicated. He would look into it swiftly, but could not give any reassurance that the answer would be the one Lord Carrington wanted. Lord Carrington underlined again his worries about how refusal would be seen.

I should be grateful for early advice on what the Secretary of State should say to Lord Carrington. You will no doubt wish to clear your lines with the Palace.



(L Parker)

20 January 1988

cc: PS/Mr Mellor
PS/PUS
Mr Hervey
Mr McLeod, Protocol Dept
Mr Lever, Sec Pol Dept

HONOURS IN CONFIDENCE

Ref. A088/57

NOTE FOR RECORD

cc PS/Sir Brian Cubbon
PS/Sir Clive Whitmore
PS/Sir Patrick Wright
Mrs Hedley-Miller
Mr Hervey

Mr Crowley Protocol
cc 2/1/87
Mr Hervey o/r
Jeffrey Hamed

1-1

Honours: The International Rule

Sir Robert Armstrong held a meeting in his room on Monday 21 December 1987 at 11.30 am with Mr Butler, Sir Brian Cubbon, Sir Clive Whitmore, Sir Patrick Wright, Mrs Hedley-Miller, Mr Hervey, Mrs Campbell and Mrs Gardner, to discuss the changes to the "International Rule" proposed in the note attached to Sir Patrick Wright's letter to Sir Brian Cubbon of 30 September 1987.

laid down by who?

2. It was noted that the present position was that British honours could not be awarded to foreign nationals serving in international organisations, and that British nationals serving in international organisations could not accept honours awarded by foreign governments, nor could such British nationals be awarded a British honour until they had retired from the organisation which they were serving.

3. Sir Patrick Wright rehearsed the FCO position, saying that minds had been concentrated by two particular instances, concerning General Bernard Rogers and Sir Brian Urquhart. In the former case it was seen by some as desirable that one who had performed such signal service to Britain, through his service to NATO, should be honoured in an exceptional way. In

the latter, inter alia it would reflect credit on the United Kingdom if the particular merits and service of a British national were formally recognised by grateful Governments. Neither presently was permitted. The intention of the FCO proposals was to allow exceptions to be made in such outstanding cases; not to open the floodgates for a multitude of awards to less deserving cases.

4. In discussion the following main points were made:

a. The rule was cast with the intention of presenting a consistent and defensible system without a hint of impropriety. But it was difficult to envisage criticism on the grounds of partiality of an award to such eminences as General Rogers and Sir Brian Urquhart, or, indeed, Lord Carrington.

b. The principles which in an earlier age had given rise to the International rule no longer seemed to apply to the same extent. The concept of service in international organisations had in large part changed and it seemed less likely today that there was a severe risk of compromise in the award of honours. The strict interpretation of the Rule was perhaps no longer appropriate in these changed circumstances. This was recognised in the exceptional award of British honours to British nationals on retirement from international organisations where they had performed exceptional service. The relaxation of the International Rule being sought could be seen as only an extension of this practice, but if exceptions were to be made, the pre-requisite was that there should be the most stringent criteria precluding a general flood of exceptions.

c. There were already exceptions to the rule in the award of honours to some foreign former Cabinet Ministers. It

was anomalous for awards to be made to such people, who were servants mostly to their own national interest, when those such as General Rogers serving internationally were not able to be similarly honoured. If the exceptions truly were exceptional that could be sufficient criterion, and all the defence and justification required.

d. There could, nonetheless, be problems of explaining the relevant merits of a case and there was a danger that it would be impossible to resist invidious comparisons being made between the award of honours to a particular individual of one nationality and his successor in the same post of another nationality. Such comparisons might force the hand of the awarding Government to make routine awards to every individual appointed to a particular post, in order not to give offence to the individual's own national Government.

e. It could be argued that the appropriate body to honour foreigners was their own Government; but this position was at variance and would be publicly contrasted with the practice of many foreign Governments; could not adequately represent the appreciation of the British Government; and ignored the current practice whereby some one hundred awards were made to foreigners each year in the Foreign and Diplomatic List.

f. The International rule impinged on the award of honours to British sportsmen. The nature of the activity was that prominent sportsmen tended to gravitate towards international sports organisations: under the present rule those who did were thereby barred from receiving an honour. The relevant organisations rarely were of a type lending themselves to the exercise of individual partiality and it was absurd to argue against honouring British sportsmen on this basis. The practice was inexplicable to outsiders;

all the more so in that nominal association with international sports organisations often coincided with the culmination of a sportsman's career.

5. Summing up, Mr Butler said that there were three categories to be considered under the International Rule. First was the position of British subjects participating in international organisations. In this case, it was important that the perceived integrity of recipients should not be thrown into question; but some relaxation was desirable in clear cut cases, or where participation was of a trivial nature. Second was the award of foreign honours to British subjects. It would be most difficult in this case to formulate rules allowing exceptions which would establish defensible and maintainable criteria. Third were foreign nationals who might be honoured by the British Government. Here too would be great difficulties in sustaining a position; but, awards in this case being firmly in the gift of the Government, there might be more room to relax the rules to allow exceptions for the truly noteworthy. Mr Butler invited the Secretary, in conjunction with the Ceremonial Branch, to draft a paper on this basis for submission to The Queen.

P.C.B.

Cabinet Office
8 January 1988

PAUL CUTHBERT-BROWN



CABINET OFFICE

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The Ceremonial Officer
Mrs M E Hedley-Miller CB

Mr Crowley Protocol
cc B/SS

Mr Hervey

Jeffrey Hannock

22/1

NB the underline

stiffening!

[Handwritten signature]

Mr P Cuthbert-Brown
Cabinet Office
70 Whitehall
London SW1A 2AS

[Handwritten signature]
[Handwritten signature]

20 January 1988

[Handwritten signature]
23/1

Dear Paul,

HONOURS. THE INTERNATIONAL RULE.

I departed on a longish spell of leave immediately after Sir Robert Armstrong's meeting on 21 December, and was thus not available to be consulted about the record.

I would like to suggest a slight redraft of paragraph 5. This is attached. I am sending a copy to the recipients of your note: save that I imagine that you will show this letter to Sir Robin Butler.

[Handwritten signature]
Hay

MRS M E HEDLEY-MILLER

- c: P/S Sir Brian Cubbon
- P/S Sir Clive Whitmore
- P/S Sir Patrick Wright
- Mr Hervey

5. Summing up, Mr Butler said that there were three categories to be considered under the "International Rules". First was the position of British subjects participating in international organisations. In this case, it was important that the perceived integrity of recipients should not be thrown into question but a distinction could be drawn between those serving in governmental and non-governmental organisations. Some relaxation seemed desirable in the case of those serving in non-governmental bodies - for example to permit sportsmen serving in international sporting bodies to receive British awards for service to British sport. Second was the award of foreign honours to British subjects. It would be most difficult in this case to formulate rules allowing exceptions which would establish defensible and maintainable criteria, so no change would be proposed. Third were foreign nationals serving in international organisations, who might be awarded British honours. Here too would be great difficulties in sustaining a position; but there might be a possibility of relaxing the present rule in exceptional cases, because control of the situation would be in our own hands.

6. The Foreign and Commonwealth Office were invited, in consultation with the Secretary, to draft a paper for circulation to the HD Committee.

PAUL CUTHBERT-BROWN

Cabinet Office
January 1988